

An Ideal Model for The Preparation of Internal Regulations of Universities in Indonesia Based on Meaningful Participation in The Success of Sustainable Development Goals (SDG's) 2030

Sulaksono¹, Eny Sulistyowati², Muh. Ali Masnun³, Najeeb Yahya⁴

¹²³Faculty of Law, Universitas Negeri Surabaya, Surabaya, Indonesia,

✉ ⁴ University of Zawia, Libya, Libya

Corresponding author: sulaksono@unesa.ac.id

Abstract

This research aims to offer an ideal model for the formulation of internal regulations in higher education institutions based on the concept of meaningful participation in achieving the SDGs. This research is a normative legal study that emphasizes a conceptual, legislative, and case approach. The research results affirm that internal regulations of higher education institutions are part of the hierarchy of national legislation. The urgency of implementing the concept in the formulation of internal regulations at higher education institutions is expected to realize the sixteenth goal of the SDGs, which is to create resilient institutions. This way, internal regulations at higher education institutions can be formulated effectively by considering needs and prioritizing legal harmonization with other regulations. The ideal model for the formation of internal regulations in higher education institutions needs to be based on transparency aspects related to planning, supervision, implementation, and evaluation, which must accommodate three aspects of meaningful participation, namely the right to be heard, the right to be considered, and the right to be explained. In addition, to ensure legal certainty, specific regulations need to be formulated at the national level that provide general guidelines related to the formation and drafting of legal products for higher education institutions, which will then be followed up with technical regulations within each higher education institution

Keywords *Meaningful Participation, Internal Regulations, University, SDG's*

A. INTRODUCTION

Higher education is one of the essential pillars of the nation's progress because it aims to produce a moral generation and competent generations in their respective

fields. Unlike the primary and secondary education levels, higher education also has a sustainable orientation, such as the obligation to conduct research, *link and match* with the industrial world, and offer various technology-based innovations and creativity to face the development and progress of the times (Anthony Welch, 2023). Another critical aspect of higher education is the need for efforts so that each university can realize *Good University Governance*, which is interpreted as applying *Good Governance* principles in higher education. One crucial aspect of *Good University Governance* is the need for higher education arrangements that ensure legal certainty and the participation of all components in higher education.

The critical orientation of universities, especially in Indonesia, has been stated in the Tridharma of Higher Education, which emphasizes three main aspects: community service and empowerment, research, and education (Prasetyo & Hastangka, 2020). The importance of higher education in Indonesia is pursued to achieve the state's goals and is specifically regulated and managed by the state based on statutory regulations. Article 7 paragraphs (1) and (2) of Law No. 12 of 2012 on Higher Education (UU PT) emphasizes that higher education is the responsibility of the government, which in this case is the minister who organizes the field of higher education and the minister's responsibilities related to the implementation of higher education include various aspects, such as: planning, monitoring, regulating, supervising, and evaluating (Sunandar & Imron, 2019). The establishment of internal university regulations is an important aspect, especially concerning the 2030 *Sustainable Development Goals* (SDG's). SDG's 2030 is a set of goals and commitments agreed globally on 17 goals for successful development (Mohd Fadhil Md Din, Wahid Omar, Shazwin Taib, Shamsul Sarip, 2021). One SDG's goal

regarding internal university regulations is to work toward realizing resilient institutions by the 16th SDG. Formulating and forming effective and participatory regulations is critical to resilient institutions (Susanto, Susetyorini, & Wibawa, 2024). This confirms that efforts are being made to realize resilient institutions by the goals of the 16th SDGS in the scope of higher education, one of which is to formulate internal college regulations based on participation and involving all components of higher education.

Referring to Article 1, number 16 of Government Regulation No. 4 of 2014 on the Implementation of Higher Education and Management of Higher Education (PP PT 2014), it is emphasized that internal regulations in each tertiary institution are hierarchically the basic regulations of higher education, which are known by PP PT 2014 with the nomenclature of statutes. The college statute plays a vital role in the implementation because the technical regulation and management of higher education will be regulated in the college statute. In practice, the college Statute as a basic regulation also requires technical regulations or further arrangements in the form of Rector Regulations and other regulations that serve as technical guidelines for further and comprehensive implementation of the college Statute. Although, in general, the preparation of internal regulations in higher education was briefly regulated in the 2014 PP PT, in its development, the regulation has not regulated the latest developments related to the preparation of legal products that accommodate the concept of *meaningful* participation.

The concept of *meaningful participation* was first introduced juridically in Constitutional Court Decision No. 91/PUU-XVIII/2020 (Constitutional Court Decision on the CK Law), which states that the Job Creation Law has a formal defect

in its formation because it has not accommodated the concept.(Haricharan, Stuttford, & London, 2021) Referring to the Constitutional Court Decision on the CK Law, it is a conception that emphasizes that the drafting of laws and regulations must accommodate public participation, which includes:(Artioko, 2022) (i) the *right of the public to have their opinions and views heard regarding the laws and regulations to be drafted (right to be heard)*, (ii) the *right of the public to have their suggestions, inputs, and criticisms of the laws and regulations to be drafted considered (right to be considered)*, and (iii) the *right of the public to receive explanations regarding their opinions, views, suggestions, inputs, and criticisms of the laws and regulations to be drafted (right to be explained)*.

In its development, the adoption of the concept of *meaningful participation* led to the amendment of Law No. 12 of 2011 on the Formation of Legislation (P3 Law) to Law No. 13 of 2022 on the Second Amendment to Law No. 12 of 2011 on the Formation of Legislation (P3 Second Amendment Law). This indicates that the concept must be applied in all drafting of laws and regulations, including internal university regulations. Therefore, this research aims to offer an ideal model for drafting internal regulations of higher education institutions based on the concept. This is because, in this research, the legal issue is the existence of a legal vacuum related to the concept in the guidelines for preparing internal regulations of higher education institutions in Indonesia. This research aims to answer three legal issues, namely: (i) the position of university internal regulations in the hierarchy of laws and regulations in Indonesia, (ii) the urgency of the concept in the preparation of internal university regulations in the success of the SDG's, and (iii) the ideal model for preparing internal university regulations based on the concept.

Research related to arrangements in higher education has been conducted by several previous researchers, such as: (i) research conducted by Sulaksono et al. (2023), which discusses internal arrangements at Surabaya State University after its status as a university (Sulaksono, Masnun, Sulityowati, Nugroho, & Lovisonya, 2023). The novelty and focus of Sulaksono's research (2023) is the need for in-depth analysis related to formulating internal regulations in higher education so that internal regulations are carried out effectively, efficiently, and harmoniously. (ii) Further research was conducted by Darlis et al. (2023), which analyzed the orientation of higher education college status. (Darlis et al., 2023) Research by Darlis et al. (2023) discussed that the formulation of internal regulations in higher education is an important aspect that has an impact on the implementation of policies in higher education. Other research that discusses the internal regulations of higher education at a glance is conducted by (iii) Kurniawan, et al. (2023) which focuses its analysis on the liberalization aspects of education in the PT Law. Kurniawan's research, et al. (2023) highlights that the formation of internal college regulations can become an "extension of the hand" of the liberalization orientation of higher education so that in its preparation it needs optimal supervision and participation (Sofwan, Rusnan, 2023).

From the three previous studies above, it can be concluded that the three previous researchers did not carry out special and specific research related to the concept of meaningful participation in the preparation of internal university regulations, especially those related to the SDGS, thus confirming that this research is original.

This research with a focus on aspects of *meaningful participation* in the preparation of internal university regulations in the success of the SDG's is a normative

legal research that prioritizes doctrinal analysis of the legal issues discussed (M.D., 2019). Primary legal materials in this research include the Constitutional Court's decision on the CK Law, the P3 Law, the P3 Second Amendment Law, and the PP PT 2014. Secondary legal materials include: journal articles and research results, books, and websites that discuss internal university regulations and the formation of laws and regulations. Non-legal materials are language dictionaries used to find the meaning of terms or difficult words. The approaches used are conceptual, statutory, and case approaches. The collection of legal materials was carried out by compilation and classification, namely sorting out all the legal materials collected by formulating the problem (Hari Sutra Disemadi, 2022). Legal materials are analyzed qualitatively-prescriptively (qualitative-doctrinal), namely analysis by referring to and attempting to answer and offer solutions to existing legal issues (Irwansyah, 2020).

B. RESULTS AND DISCUSSION

The Position of Internal University Regulations in the Hierarchy of Indonesian Legislation

Legislation is central to the rule of law. This aligns with Brian Z. Tamanaha's assertion that a modern state of law is identical to legislation as a concretization of positive law (Tamanaha, 2021). Legislation is essential in regulating various human behaviours and actions to be ideal and follow legal provisions (Jusuf & Khalfani, 2023). The importance of laws and regulations is also in line with the implementation and management of higher education, where laws and regulations act as a "guiding line" for various implementations and management of higher education.

In practice, the status of higher education is relevant to the making and drafting of legislation relating to it. The status of higher education, with the autonomy of organizing and managing higher education, places specific characteristics on the laws and regulations governing it. The status of higher education, which has consequences in the form of the authority to exercise higher education autonomy fully, actually has implications for preparing internal regulations in higher education (Harianto, Hadi, Suryanto, Pribadi, & Fajar, 2024). Efforts to fully exercise higher education autonomy by universities actually emphasize the critical role of drafting internal regulations in higher education. Referring to the Indonesian Dictionary, internal means it is related to everything inside (KBBI, 2023). This indicates that internal regulations in higher education bind and apply within the university itself.

Internal regulations in higher education are generally understood as regulations at the internal level of a higher education institution that aim to exercise the autonomy of higher education institutions entirely or due to orders from higher laws and regulations to formulate internal regulations in higher education institutions (Herlina, Firmansyah, Harjanto, & Hartono, 2023). Referring to the provisions of Article 1, number 16 of PP PT 2014, it is emphasized that internal regulations in each tertiary institution hierarchically have the highest internal regulations as the basic regulations of higher education, which PP PT 2014 recognizes with the nomenclature of statutes. The university statute, as emphasized in Article 1, number 16 of PP PT 2014, is the highest basic regulation of a university, where the university statute is the basis for preparing other internal regulations in higher education. Other internal regulations in higher education are regulations that technically carry out the provisions stated in the university Statute.

One example of other internal regulations in higher education is the Rector's Regulation, which regulates or further regulates the regulations in the Statute of Higher Education (Anggono & Wahanisa, 2022). In simple terms, the college Statute can be likened to a "Law" that requires further regulation in the form of other internal regulations in higher education, which can be equated with "PP" or "Perpres," which have the character of regulation. This is relevant to Jimly Asshidiqie's assertion that the type of legislation has several types and characteristics, one of which is *legislation* and *regulation* (Asshiddiqie, 2020). *Legislation* is understood as a basic, general form of regulation that regulates something abstract, so its implementation requires technical regulations (Martitah, Hidayat, Anitasari, Rahman, & Aini, 2023). To implement the *legislation*, regulations or technical regulations are needed to provide guidance and guidelines in carrying out the technical provisions stipulated in the *legislation* (Hidayat, Luthviati, & Jenvitchuwong, 2022). This confirms that the characteristics of the college Statute can be categorized as a type of *legislation* within the scope of regulations in higher education. As for its implementation, other internal regulations in higher education are needed which have the character of *regulation*.

University statutes that can be categorized as *legislation* within the scope of regulations in higher education are given "legal clothes" in the hierarchical system of laws and regulations in the form of Government Regulations (PP). Constitutionally, as stipulated in Article 5 paragraph (2) of the 1945 Constitution of the Republic of Indonesia, it is emphasized that PP is a legal product made and authorized by the President to implement a law (Widodo, Prasetyo, & Disantara, 2020). This emphasizes that the status of higher education in the hierarchy of national laws and regulations has a clear status, namely that the Statute of Higher Education is regulated in the form of

PP as part of implementing a law, especially the Higher Education Law. Concerning the hierarchical system of national laws and regulations, the college Statute and its internal regulations have two aspects, namely on the one hand it is part of the hierarchical system of national laws and regulations which is hierarchically in the form of PP and internal regulations in higher education means that it is a regulation that is hierarchically below the PP, and on the other hand the college Statute can be said to be a basic regulation within the scope of higher education and hierarchically occupies the highest position in internal higher education (Kholis, Silalahi, & Yusuf, 2023).

In connection with the position of the university Statute in the hierarchy of laws and regulations above, it is necessary first to review the theory of hierarchy of laws and regulations, as emphasized by Hans Nawiasky. Laws and regulations have a hierarchy in which regulations that are hierarchically below must adjust and must not conflict with regulations that are hierarchically above (Prianto, 2023). The hierarchy of laws and regulations is essential in a state of law, especially to determine their validity and enforceability. Therefore, laws and regulations as a unit must refer to the hierarchy of national laws and regulations.

In Indonesia, the hierarchy of laws and regulations is emphasized in Article 7 paragraph (1) of the P3 Law, which insists on the hierarchy of national laws and regulations, with the 1945 Constitution at the highest peak of the hierarchy and Regency / City Regulations occupying the lowest hierarchy. Even so, the hierarchy of national laws and regulations as affirmed in Article 7 paragraph (1) of the P3 Law is not absolute, which means that based on the provisions of Article 7 paragraph (1) of the P3 Law, there is still a hierarchy below the Regency / City Regional Regulation or hierarchical adjustments due to other types of laws and regulations as long as the laws

and regulations are formed by order of higher laws and regulations or made by institutions or officials making laws and regulations as in Article 8 paragraph (2) of the 1945 Constitution of the Republic of Indonesia (Prasetio, 2022).

Concerning the position of internal college regulations in the hierarchy of national laws and regulations, internal college regulations are part of the hierarchy of national laws and regulations as evidenced by the legal clothes of the college statute as the highest hierarchy in internal college regulations in the form of Government Regulations (PP) so that in the context of the hierarchy of national laws and regulations, the position of internal college regulations is hierarchically below Government Regulations (PP) so that the legal consequence is that internal college regulations in their preparation and making must not conflict with the hierarchy of national laws and regulations, especially laws and regulations that are hierarchically in the form of Government Regulations (PP) and regulations above them. Another legal implication related to the position of internal college regulations as part of the hierarchy of national laws and regulations is that the process of preparing internal college regulations must also, *mutatis mutandis*, follow the provisions for the preparation of national laws and regulations.

The Urgency of the Concept of *Meaningful Participation* in the Preparation of Internal University Regulations in Realizing *Sustainable Development Goals* (SDG's)

Goal 16 of the *Sustainable Development Goals* (SDGS), on realizing resilient institutions, is relevant to efforts to realize justice and peace (Zurba & Papadopoulos, 2021). Resilient institutions are indeed linked to efforts to realize justice, especially

when resilient institutions require effective and participatory regulatory efforts. This confirms that effective and participatory regulatory aspects are essential as the primary means in realizing resilient institutional aspects.

Efforts to establish resilient institutions for higher education are also relevant to promoting effective and participatory arrangements. In the internal scope of higher education, effective and participatory arrangements are essential assets so that resilient institutions for higher education can be achieved optimally. Efforts to realize a strong institution in higher education are based on the conception of Good University Governance, which prioritizes various aspects, such as transparency, accountability, responsibility, independence, appropriateness, quality assurance, relevance, effectiveness, efficiency, and non-profit (Endawansa & Juwono, 2024). Internal regulations in higher education have an essential role in the conception of good university governance, especially in ensuring transparency, accountability, and responsibility. Participatory internal regulations in higher education can improve the effectiveness and optimality of planning and implementation.

Regarding its position, internal college regulations are part of the hierarchy of national laws and regulations, which have juridical implications. Namely, the process of preparing internal college regulations must also refer to the principles, techniques, and procedures for preparing national laws and regulations *mutatis mutandis*. The provisions for preparing internal university regulations are *mutatis mutandis* from the preparation of national laws and regulations because it is necessary to adjust to the internal regulations of higher education institutions with special characteristics in their objectives to implement university autonomy (Mulyo Widodo, Wahyu Beny Mukti Setiyawan, & Siti Mursidah, 2023). One aspect that must be fulfilled in preparing

internal college regulations related to the preparation of laws and regulations is the need to accommodate the concept of *meaningful participation* in the preparation of internal college regulations.

The concept of *meaningful participation* concerns drafting legislation that accommodates it for the community or parties potentially affected by its enactment (Sulistina, Anggono, Khanif, & Dinh, 2022). The term "meaningful" in the context of meaningful participation is intended to emphasize that in drafting legislation, it refers to the role and involvement of the community actively, thoroughly, and with various efforts that can substantively influence the formation of legislation (Martitah et al., 2023). The concept is actually to criticize the form of *pseudo-participation* or manipulation of community participation where to fulfill the procedural stage of the formation of laws and regulations, sometimes the community is invited in a certain amount to declare that the participation aspect has been fulfilled even though the effort is not substantively meaningful participation and has no impact on the preparation of laws and regulations so that it is only to fulfill the procedural aspects of the preparation of laws and regulations (Putra, Setia Negara, Widiarto, & Qurbani, 2023).

Theoretically, the concept of *meaningful participation* has been exceptionally well-known, especially in the academic space. However, in legal practice, it was only recognized in 2006, when it was constructed by the Constitutional Court of South Africa and related to the Doctors for Life case (Pamungkas, 2023). In Indonesia, the concept has only been used in legal practice through Constitutional Court Decision No. 91/PUU-XVIII/2020 (Constitutional Court Decision on the CK Law). The Constitutional Court Decision on the CK Law is a Constitutional Court Decision

related to the formal examination of the provisions of the Job Creation Law, which has drawn controversy because the drafting process tends to be fast, non-transparent, and lacks public participation. The Constitutional Court Decision on the CK Law emphasizes that the concept must be used as a reference and become a parameter of formal validity in the formation of laws and regulations. In the Constitutional Court Decision on the CK Law, it is emphasized that the concept includes three main aspects, namely (Firdaus, 2022): (i) the *right of* the public to have their opinions and views heard regarding the legislation *to be drafted (right to be heard)*, (ii) the *right of* the public *to have* all their suggestions, inputs, and criticisms of the legislation *to be drafted considered (right to be considered)*, and (iii) the *right of* the public *to receive* explanations related to their opinions, views, suggestions, inputs, and criticisms of the legislation *to be drafted (right to be explained)*. The three aspects are cumulative, meaning that if one aspect is not fulfilled in forming laws and regulations, a law and regulation can be considered formally defective.

Concerning accommodating the concept of *meaningful participation* in the preparation of laws and regulations, it is urgent to apply it in the process of drafting internal university regulations. The process of drafting internal university regulations that must refer to the concept is actually urgent to implement based on three arguments, namely: first, as previously analyzed that the internal regulations of higher education are part of the hierarchy of laws and regulations at the national level, the provisions in the laws and regulations including their formation must also be accommodated and adopted in the formation of internal regulations of higher education *mutatis mutandis*. This is relevant when the concept is adopted when preparing laws and regulations. It should also be applied when preparing internal college regulations. Second, preparing

internal college regulations based on the concept can also support the effectiveness of enacting internal college regulations. This is because by accommodating the concept, the drafting of college internal regulations can involve related parties who will receive direct and indirect impacts related to the ratification of college internal regulations.

Third, preparing internal university regulations based on *meaningful participation* also positively impacts the preparation of appropriate internal university regulations. One of the problems in preparing internal college regulations is the same as the problems of drafting laws and regulations in general, namely, sometimes there are internal college regulations that are formulated in large numbers but cause legal issues, such as disharmony and ineffectiveness and cause symptoms of hyperregulation in the preparation of internal college regulations (Rustian , Sumartono , Hermawan, 2021).

The urgency of applying *meaningful participation* in the preparation of internal university regulations is relevant to the 16th goal of the *Sustainable Development Goals* (SDG's) regarding efforts to create resilient institutions and in line with the idea of *Good University Governance*, which mandates *meaningful participation* in the preparation of internal university regulations in realizing transparency and professionalism of higher education. The application of *meaningful participation* in preparing internal university regulations is expected to anticipate hyperregulation, so that internal university regulations are prepared according to needs, effectively, and ensure legal harmonization with other regulations.

An Ideal Model for Drafting Internal Higher Education Regulations Based on the Concept of *Meaningful Participation*

Participation is actually at the heart of the drafting of legislation(Bell & Reed, 2021). Jeremy Bentham emphasised this, asserting that openness is the heart of justice. Therefore, the preparation of a law and regulation should guarantee openness, which includes the participation of the community(Pratiwi, Endang, Theo Negoro, 2022). The importance of participation in drafting laws and regulations is intended to provide sociological validity for laws and regulations because laws and regulations that guarantee public participation should have sociological validity and be effective when applied (Nadzir A. Firdaus, 2021).

Regarding the participation aspect, Sherry R. Arnstein formulated a participation ladder. The ladder of participation, as initiated by Sherry R. Arnstein, relates to the power of the community concerning a legal product or policy product (Singgalen, Sasongko, & Wiloso, 2019). The ladder of participation proposed by Sherry R. Arnstein is illustrated in the figure below.

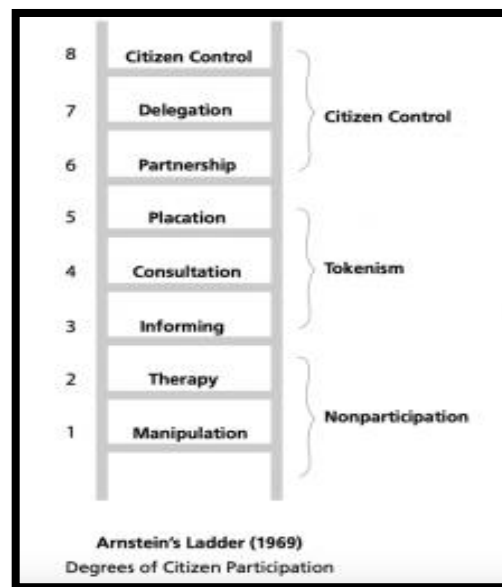


Figure 1: Ladder of Community Participation According to Sherry R.

Arnstein (Blue, Rosol, & Fast, 2019)

From the ladder of public participation proposed by Sherry R. Arnstein above, at least three aspects are categorized: non-participation, *tokenism* (pseudo-participation), and *citizen control* (optimal control power) (White & Langenheim, 2021). From the three categories of the degree of public participation by Sherry R. Arnstein above, it is elaborated explicitly into eight categories of participation ladders, which include: first, *manipulation*, which is a stage where no community or interest group is involved in the process of drafting a policy or a legal product. Second is therapy, where the public is engaged but is only a passive participant or listener to a law or policy product. Third, the *informing* stage, where the public is only given information or information related to a legal product or policy without any criticism or suggestions related to the legal product or policy.

Fourth, the *consultation* stage is where there are efforts to invite parties related to the formulation of a legal product or policy. However, the decision is still determined by one party. Fifth is placation, where the community is given the power to convey suggestions, input, and complaints, but still carries out decisions or policies as initially planned. Sixth is the partnership stage, where the community is involved in formulating policies or legal products through discussions, study, or research forums. The seventh is *delegation*, where the community can provide control, input, and criticism, including approving a policy or legal product. Eighth, citizen control is a stage where the community can provide evaluation, including substantive approval of policies or legal products, where community approval is the most important aspect related to the validity of a policy or legal product.

From the eight stages of the participation ladder as proposed by Sherry R. Arnstein, it can be concluded that the stage of *meaningful participation* is actually at the eighth stage, namely the *citizen control* stage, which is the stage where the community can provide evaluation, including approval of policies or legal products, substantively. This is relevant to the orientation of *meaningful participation* as emphasized in the Constitutional Court Decision on the CK Law, which includes the *right to be heard*, the *right to be considered*, and the *right to be explained*. Referring to the stages of the ladder of participation as proposed by Sherry R. Arnstein and such orientation as in the Constitutional Court Decision on the CK Law, the formation of university Internal Regulations will be ideal if it has reached the stage of *citizen control* as the ladder of participation proposed by Sherry R. Arnstein or has fulfilled the aspects of *meaningful participation* which include the *right to be heard*, the *right to be considered*, and the *right to be explained*.

In connection with efforts to formulate *meaningful participation-based* university Internal Regulations, the ideal model for the formation of university Internal Regulations needs to be carried out by referring to aspects of transparency related to planning, supervision pertaining to implementation, and evaluation related to implementation, all of which must accommodate three aspects of *meaningful participation* which include the *right to be heard*, the *right to be considered*, and the *right to be explained*. In the first stage, namely planning, transparency is necessary. Universities can carry out this transparency by forming a kind of Legal Documentation and Information Network (JDIH), which contains regulations that are still valid and regulations that are still in draft form. In addition to containing information related to regulations that are still valid and regulations that are still in draft form, JDIH can also

be equipped with a comment column that can provide input related to regulations that are still valid and regulations that are still in draft form.

The second stage, namely supervision related to implementation, can be done by collecting aspirations from various parties or interest groups in higher education. The group can be student representatives, lecturers, or other parties related to the substance of the college's Internal Regulations. In the third stage, namely evaluation associated with implementing the Internal College Regulations, these regulations are evaluated periodically regarding their implementation. To optimize the evaluation, it can be done by holding a Forum Group Discussion in the internal college so that the evaluation results can be optimized and become the basis for preparing future Internal College Regulations.

Of the three stages related to the ideal model for the preparation of Internal Regulations of universities based on *meaningful participation*, to ensure legal certainty, it is necessary to formulate special regulations at the national level that provide general guidelines related to the formation and preparation of legal products for universities to be followed up through technical regulations in each university.

C. CONCLUSION

College internal regulations are part of the hierarchy of national laws and regulations, so that the legal consequence is that college internal regulations in their preparation and making must not conflict with the regulations above them in the hierarchy of national laws and regulations. The position of internal college regulations as part of the hierarchy of national laws and regulations implies that the process of

preparing internal college regulations must also, *mutatis mutandis*, follow the provisions for the preparation of national laws and regulations.

The urgency of implementing *meaningful participation* in the preparation of internal university regulations is in line with the 16th goal of the Sustainable Development Goals (SDGs) regarding efforts to realize resilient institutions and with the idea of *Good University Governance*. This emphasizes meaningful participation in preparing internal university regulations to realize higher education's transparency and professionalism.

The ideal model for the formation of university internal regulations needs to *be* carried out by referring to aspects of transparency related to planning, supervision pertaining to implementation, and evaluation related to implementation, all of which must accommodate three aspects of *meaningful participation* which include the *right to be heard*, the *right to be considered*, and the *right to be explained*. In addition, to ensure legal certainty, it is necessary to formulate special regulations at the national level that provide general guidelines related to the formation and preparation of legal products for universities to be followed up through technical regulations within each university.

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